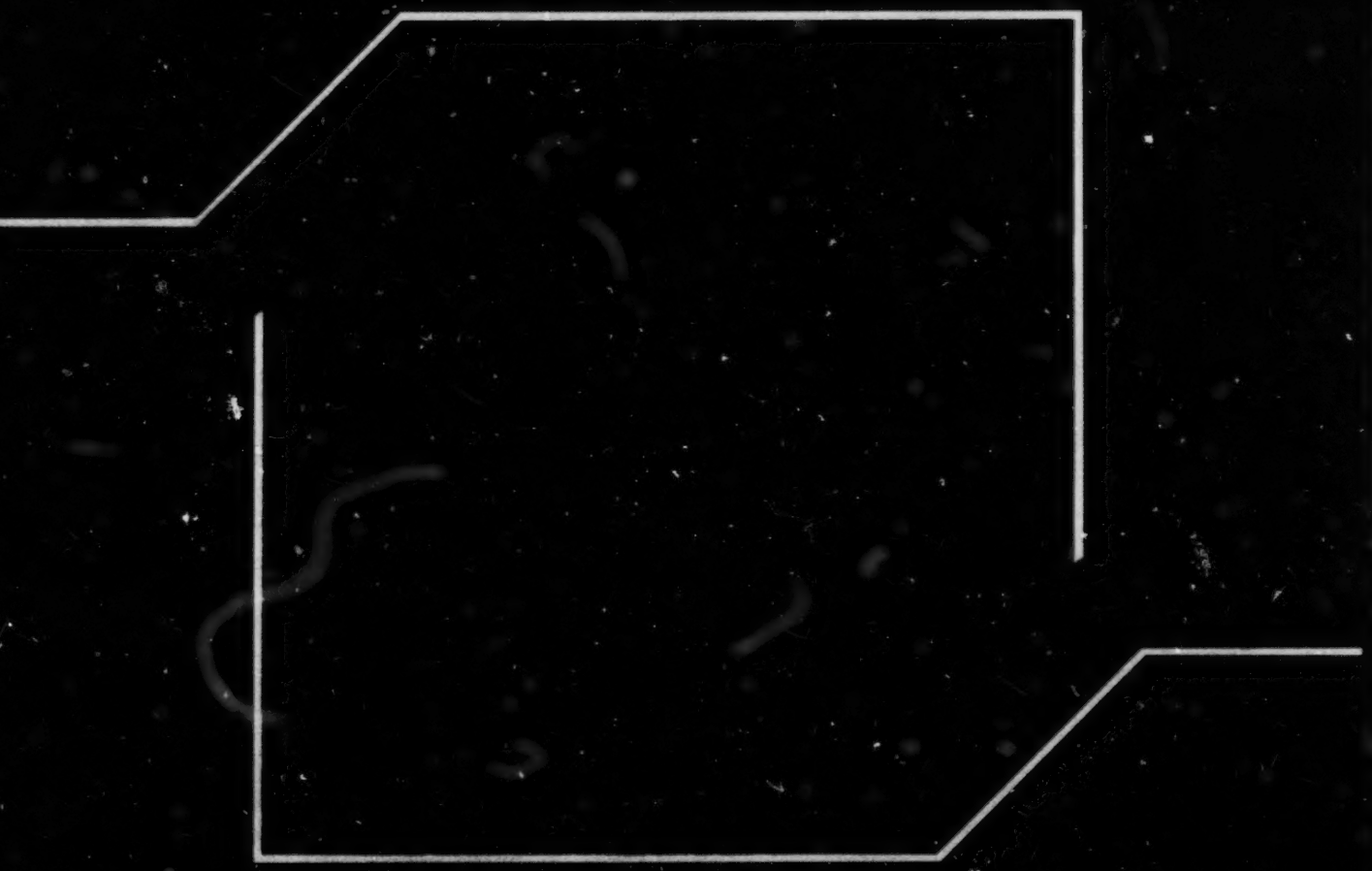
Québec parks



Québec

Québec Parks
1. Policy

PREFACE

Our commitment involves endowing Québec with a living network of national parks which will respond to the present and future needs of the public. The challenge is far reaching, in that we must constantly seek a rational balance between the need to protect our natural heritage and the desire to use our various resources to economic advantage; between the extensive protection of fragile zones and the need for intensive recreation; and between the enhancement of exceptional sites far removed from urban centres and the use of green spaces still available on the outskirts of our towns and cities.

Nevertheless, we do have the enthusiasm and the determination to meet the task.

How will we proceed? This book addresses the question, outlining the criteria according to which a network of conservation and recreation parks will be developed; it presents the guidelines and regulations governing park development; it explains how natural resources in the various parks will be managed; finally, it paints an overall picture of activities and services available in parks.

The English version of this book will allow us to reach the English speaking reader of the international community and more pertinently, the specialists of national parks who usually communicate scientific knowledge in the English language.

The Minister of Recreation,Fish and Game

Guy Chevrette
March, 1984

The Scope of Our Efforts

It is with great pleasure that my colleagues and I are releasing this book, which can rightly be called **A Parks Policy.**

This volume was prepared by a team of civil servants under the direction of Pierre Boucher, Assistant Deputy Minister for Parks. It traces the history of Québec's parks; it spells out the criteria according to which a network of conservation and recreation parks will be developed; it presents the guidelines and regulations governing park development; it explains how natural resources in the various parks will be managed; finally, it paints an overall picture of activities and services available in the parks. This work is intented to complement and clarify the Parks Act, passed by the National Assembly in 1977. It tells what the ministère du Loisir, de la Chasse et de la Pêche plans to do in the future to help improve our quality of life.

The challenge: to provide Québec with a genuine network of parks which will satisfy the present and future requirements of the public. Meeting that challenge will not be easy, for we must constantly seek a rational balance: between the need to protect our natural heritage and the desire to use our various resources to economic advantage; between the extensive protection of fragile zones and the need for intensive recreation; and between the enhancement of exceptional sites far removed from urban centres and the use of green spaces still available on the outskirts of our towns and cities. We know what is involved, and this in itself is a giant step in the right direction.

To the department's parks staff, and to all the Quebecers who have taken an active part in our public consultations and are lending unfailing support to this collective ideal, we extend our heartfelt thanks and appreciation.

Lucien Lessard
Minister of Recreation, Fish and Game
April 1982

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Introduction

To the citizen, parks are a part of everyday life.

To all outdoor enthusiasts who use them, hikers, campers ans skiers alike, parks are an essential public facility which serve a variety of purposes. It is becoming increasingly common to consider them not only as a right, but as a normal part of everyday life. Because of this, the public occasionally has difficulty in understanding the obstacles and delays encountered in the creation of a park.

The creation of a park is a complex and costly undertaking.

If one accepts that parks are an important part of our lives, it must also be recognized that creating them is a more complex undertaking than is generally thought. A park contributes significantly to the protection and the utilization of our natural heritage, or it can fulfil a need for outdoor recreational activities. Any society which respects its heritage and its citizens must take this into account. However, the creation of a park also implies making important decisions concerning land use planning and development. Divergent interests are often involved, and the costs of appropriating, developing and utilizing the land are high.

The department, with the support of a well-informed public, is planning to create a netword of parks.

The ministère du Loisir, de la Chasse et de la Pêche intends to create a network of Québec parks in the coming years. It is counting on the public to participate in carrying out this project, with a full knowledge of what is involved and the difficulties to be encountered.

This document seeks to fully explain the policy of the department.

It is this perspective which has guided the preparation of this document. In making it public, the department wishes to make known its goals, means of approach and working methods in relation to the organization of a network of Québec parks. In it will be found basic information concerning the planning and development of Québec parks, the activities and services which will be available to visitors, and the management of the abundant natural resources to be found in them. This information will undoubtedly contribute to a better understanding on the part of the public of the manner in which the government is fulfilling its obligations in this realm.

1 A brief history of Québec parks

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1.1 A century of history.

The first Québec parks were created in 1894 and 1895.

Public interest in parks is relatively recent in Québec, although their history is not. The first important initiative undertaken by the Québec government was the passing of a special law in 1894 which led to the creation of the Parc de la Montagne tremblante. Located north of Montréal, it covered an area of 60 square kilometres. In the following year, the Parc des Laurentides[1], covering an area of 6 552 square kilometres, was created in the same way.

Their creation was part of a trend in North America.

The first two parks in Québec were created at a time when parks were being created elsewhere in North America. Yellowstone Park and Yosemite National Park were created by the U.S. government in 1872 and 1890, respectively. The Canadian government was largely inspired by the creation of Yellowstone Park when it established what was to become Banff National Park in Alberta, in 1885.

The industrial use of natural resources in North American parks was prohibited as of the end of the 19th century.

In the United States and Canada, it was the admitted aim of the governments to integerally preserve large areas characterized by their natural beauty, their potential for recreation and tourism. As a result, the industrial use of natural resources in national parks was expressly prohibited.

In Québec parks, a different approach was taken.

The intentions of the Québec government were different. The territories encompassed by the Park de la Montagne tremblante and the Parc des Laurentides were already known for their forestry and wildlife potential; within the parks, logging as well as hunting and fishing were to be carried on according to specific regulations. While a desire to preserve forests, waterways and wildlife influenced the creation of the first parks in Québec, this worthy intention did not preclude the industrial use of natural resources. In exchange for stricter governmental control, logging companies, hunters and fishermen were allowed to continue their activities. The Québec government undertook to establish a network of parks, but followed a course different from that chosen by the U.S. and Canadian governments.

[1] The areas of the parks were increased shortly thereafter to 2 564 square kilometres and 9 600 square kilometres, respectively.

A third and a fourth park were created in 1937 and 1938.

The course followed by the Québec government hardly changed until it undertook to enlarge its network of parks half a century later. The Parc de la Gaspésie, established in 1937, and the Parc du Mont-Orford, established in 1938, were to have more in common with American and Canadian Parks, in that mining, logging hunting and berry picking were to be prohibited in them.

A more rigid approach was taken during the creation of the second series of parks than during the creation of the first. However, the regulations were quickly relaxed.

With the creation on the Parc de la Montagne tremblante and the Parc des Laurentides, it was hoped that a framework would be established for the rational utilization of their resources. It is very likely that the government at the time was satisfied with the results obtained. At the same time, it recognized that its approach did not allow it to preserve the integrity of the natural heritage in question. Thus, a more rigid approach was taken during the creation of the third and fourth parks. The industrial use of the parks' resources was to be prohibited.

In spite of the new vision which seemed to guide the government, it was not long before the industrial use of natural resources was once again permitted. Six years after its creation, the Parc de la Gaspésie became the site of the exploration for, and mining of, certain minerals, with the express consent of the government. It is common knowledge to what extent this area was subsequently transformed by extensive logging and mining. Only the forty-one-square-kilometre Parc du Mont-Orford was spared such activities. Of the four parks under discussion, it is the only one to have played the role of a national park, in the broadest sense, since its inception.

1.2 A mosaic of protected areas

In Québec, natural resources had first to serve economic development.

The creation of four parks in 50 years is hardly remarkable in a province which abounds in resources and beautiful scenery. Furthermore, the four parks, unlike those elsewhere, were never completely devoted to integrally protecting exceptional areas. The creation of such a limited number of parks probably resulted from the fact that natural resources were destined essentially to serve industrial production; there was no question of compromising economic development, even for such a worthy cause as conservation.

From 1939 on, the establishment of parks gave way to the creation of hunting and fishing reserves.

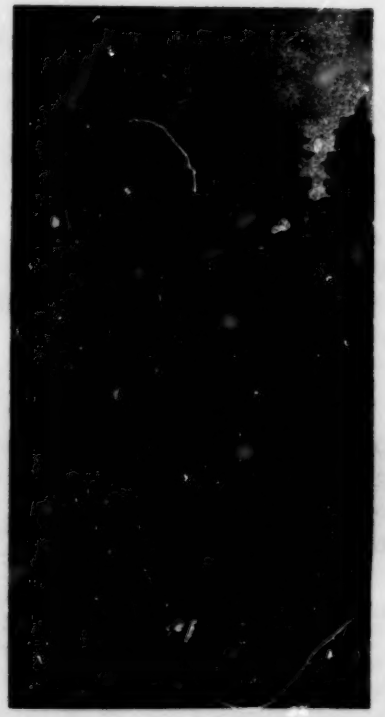
It must be understood that governments were attempting to tailor certain areas to recreation (primarily fishing and hunting), without prohibiting the industrial use of their natural resources. The conception of the national park envisaged elsewhere did not correspond to this dual objective. It is primarily for this reason that the government stopped creating parks after 1939 and undertook to establish hunting and fishing reserves all over Québec.

Certain hunting and fishing reserves are not actually reserves at all.

Today, there are some 40 such reserves, of various sizes, including nine salmon rivers; some of them are reserves only in the strictly legal sense. In some cases, they are called parks: Parc de Chibougamau, Parc Rimouski. In others, there is neither hunting nor fishing, which is the case in Paul-Sauvé, Mont Saint-Bruno and Mont Saint-Anne. In several instances, these reserves have been spared all forms of resource extraction for a long time; they benefit from the protection and the development normally reserved for parks. Île Bonaventure is a good example of this.

Ecological reserves, forestry education centres and natural districts.

Since the last war, other departments have undertaken to establish their own networks of protected areas. For example, the ministère de l'Environnement is responsible for eight ecological reserves: the ministère de l'Énergie et des Ressources administers seven forestry



education centres, while three natural districts have been created under the Cultural Property Act. All these protected areas partly fulfil the necessity of protecting the natural environment and the need for outdoor recreation.

Natural sites and monuments; campgrounds.

Furthermore, the ministère du Loisir, de la Chasse et de la Pêche has added a series of sites, natural monuments and and campgrounds to its parks and reserves, according to the terms of its incorporating statute.

The contribution of the federal government.

The Government of Canada administers natural parks, historic parks and sites, historic canals, wildlife reserves and bird sanctuaries in Québec.

Local and private initiatives.

This mosaic would be incomplete if it did not include the numerous territories developed by municipalities, private companies or non-profit groups.

The number of green spaces is satisfactory, but they comprise an incongruous ensemble made up of unequal elements.

If all these factors are taken into account, Québec is hardly lacking in public green spaces[1]. However, a qualitative analysis of nearly a century's accomplishments reveals an incongruous ensemble comprising elements which have not been protected and developed in the same manner, nor rendered equally accessible.

A few observations on the mosaic of protected areas.

Citizens are generally more concerned with the number and the quality of green spaces put at their disposal than with the logic which guided their creation or their complementarity. While there would be little point in analysing the mosaic's strengths and weaknesses, it might be observed that:

The efforts of previous governments were not just limited to parks.

— it would be unjust to evaluate the efforts undertaken by governments in the last hundred years solely on the basis of the parks they created; they also protected a number of terriroties through various legal statutes;

A desire to act and a rigorously defined framework are essential.

— the government's manifest desire to act within a rigorously defined framework, through appropriate laws, is more important than a multitude of intervening parties in protecting the most representative and exceptional aspects of our natural heritage and in satisfying the need for outdoor recreation in Québec.

[1] See map, Appendix 3

1.3 1977: a turning point.

The Parks Act passed in 1977.

The number of protected areas in Québec is impressive, but this alone is not sufficient to insure the protection and development of our natural heritage. It is for this reason that the Québec government passed the Parks Act in 1977.

This Act[3] is important in that:

A legal framework indicating a desire to act.

(a) It provides a legal framework which manifests the government's desire to act.

A network of parks resulting from planning.

(b) Henceforth it will be possible to undertake the establishment of a planned network of parks, thus bringing to an end the deployment of stop-gap measures unrelated to a coherent understanding of the problems at hand.

The industrial use of natural resources is prohibited in parks.

(c) Henceforth the industrial use of forest, mineral or energy resources, and hunting, will be prohibited in parks. In order to prevent deterioration of the environment, oil and gas pipelines and power lines will also be prohibited.

The public has a role.

(d) A network of parks will be established in consultation with the public.

The Parks Acts marks a turning point.

The Parks Act does not solve all problem. The parks created under the Act will never constitute the only means of protecting and developing Québec's natural heritage, and will represent only a part of outdoor recreational facilities. The Parks Act marks a turning point: henceforth, Québec will be able to establish a network of parks, much as other Western countries have done. Its parks will be designed exclusively to protect its natural heritage and fulfil the recreational needs of its population. The Québec government, in consultation with the public, will create parks in accordance with a law which becomes the frame of reference for all parks.

[3] The Parks Act Act will be found in Appendix 1.

1.4 Why should parks be developed?

Why create parks here?

Why, it might be asked, is it necessary to create parks here? Is not Québec itself, by virtue of its great expanses and abundant resources, a vast park?

Natural resources: better late than never.

As in the case elsewhere, parks are more important than ever.

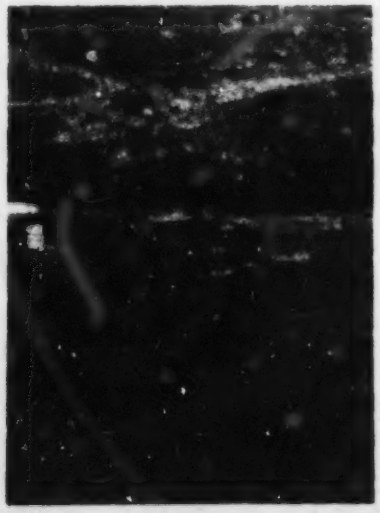
The urbanization which has taken place in the last 50 years has encroached on nature, and the countryside and various summer resorts have become suburbs. Thousands of hectares of farmland around the cities were given over to industrial and real estate development before the implementation of an agricultural zoning law. What effects will the development of technology, pushed by the demands for economic growth, have on natural resources in the coming years? Nothing must be taken for granted at a time when it is apparent that certain non-renewable resources considered inexhaustible are now running out.

Protect the essential: the most representative aspects of the natural regions and exceptional sites.

It is for this reason that it is essential to act firmly now in order to protect the most representative aspects of the natural regions and the most exceptional natural sites in Québec.

Establish a network of areas designed for outdoor recreation.

Furthermore, it is essential to establish a network of large areas geared to outdoor recreation, primarily near urban centres.



2 Objectives of this policy

The policy of the ministère du Loisir, de la Chasse et de la Pêche concerning parks has three objectives.

FIRST OBJECTIVE:

2.1 To ensure the preservation and the utilization of representative or exceptional features of Québec's natural heritage.

A new importance is attached to the natural heritage

Modern industrialized societies are giving new importance to the protection and the utilization of their natural heritage. Citizens' groups in the cities (where green spaces are often minimal), more conscious of the deterioration of the countryside and of various types of pollution, have exerted pressure on governments to intervene in order to halt such deterioration, or even integrally protect the most representative or exceptional features of the natural heritage.

Québec parks will protect the most representative features of its natural regions as well as exceptional sites.

The Québec government has passed the Parks Act largely in response to the above concerns. The policy underlying it is clear.

From now on, conservation parks will be established to protect the most representative aspects of Québec's natural regions, which may in themselves constitute exceptional sites, and not to curtail the economic potential of forests, mines and waterways.

The reasons for establishing parks are clearly defined.

Particular attention will have to be paid in order to avoid excesses. Some people, concerned with preventing any sort of activity which might spoil the environment will demand the establishment of parks as though any green space is in itself worthy of being protected by the government, and as if the park is the only form of intervention open to it. It would be pertinent to point out that the Parks Act, insofar as conservation is concerned, only applies to the preservation of the most representative aspects of Québec's natural regions or to the protection of exceptional sites.

SECOND OBJECTIVE:

2.2 To contribute to fulfilling the need for recreational areas.

Outdoor recreation is becoming increasingly popular.

Outdoor recreation is becoming increasingly popular in Québec and elsewhere in the Western world. This deeply rooted social phenomenon is more than a passing fad; it indicates the growing need for leisure activities in everyday life, and the growing popularity of activities which benefit health while repecting the environment.

Parks are an important element in the ensemble of recreational areas and facilities.

In response to popular demand, governments are attempting to fulfil these new needs as best they can, according to the authority invested in them and the resources available. The result is an impressive range of areas offering a variety of activities. The public is able to choose those which fulfil its recreational needs, taking into account the time available, the distances to be travelled and the activities involved.

In relation to the ensemble of recreational areas, parks have played, and will continue to play, a leading role.

Municipalities and urban communities have a certain responsibility for parks but cannot fulfil all needs. The government must do its share.

Municipalities and urban communities alone cannot fulfil the need for recreational areas, notwithstanding their responsibilities in this realm. This is particularly true in very densely populated areas like Montréal. The contribution of the Island's municipalities and the recent interest in parks shown by the Montréal Urban Community do not eliminate the Québec government's obligation to establish a network of peripheral parks. Because of their location and size, the investments necessary to establish them, the cost of running them and the public they serve, it is technically and financially impossible for the municipalities and the M.U.C. to establish them. To a lesser extent, this is also true of Québec City and a number of other cities.

Government intervention must complement the initiative of local administrations.

Once again, it should be pointed out that government intervention must arise from an adequate knowledge of citizens' needs and an avowed determination to only intervene in cases where local or regional administrations are unable to do so.

THIRD OBJECTIVE:

2.3 To involve the people of Québec in the development and the utilization of their parks.

Public consultation is an integral part of the Parks Act.

Public consultation is an integral part of the Parks Act: the government is obliged to hold public hearings concerning the limits and classification of each new park it establishes. The same applies if the government envisages abolishing a park or changing its limits or classification. This fundamental concept clearly indicates the government's desire to involve the people of Québec in the creation of their parks.

The Act respecting land use planning and development will ensure a framework for Québec parks through regional plans.

In its own way, the Act respecting land use planning and development[4] will also encourage public participation. As is the case with all government departments, the ministère du Loisir, de la Chasse et de la Pêche will be obliged to make its projects known to the regional county municipalities when it plans to create a park. This concept further illustrates the government's desire not to act unilaterally in carrying out projects which will have an effect on land use planning and development.

The public will also participate in park planning and management.

As an adjunct to current legislation, the parks policy seeks to involve the public in the planning and development of parks. The department will do everything possible so that the master plan for a park is made public and discussed during hearings held prior to its establishment. When feasible, the department is entirely disposed to allow non-profit organizations or companies constituted by citizens to take charge of various activities and services on a contractual basis.

The government will retain responsibility for park management.

Civil servants will continue to manage the parks. However, on the basis of a modus operandi which has yet to be defined, the public will have a role to play.

The idea is sound even if it has yet to be perfected.

This collaboration will result from a period of experimentation, and cannot succeed spontaneously. However, the basic tenet must be promoted without hesitation, and it is for this reason that it has been included in the policy.

[4] Statutes of Québec, 1979, chap. 51

3 The organization of a network of parks

3.1 Park classification

A simple classification: conservation parks and recreation parks.

Every country classifies its parks in its own way. Québec uses a simple classification for its own parks, which are of two types: conservation parks and recreation parks.

Conservation parks

Conservation parks are established in order to permanently protect the representative areas of Québec's natural regions, or exceptional natural sites. They are open to the public for educational purposes; the recreational activities offered in them require simple equipment which is unlikely to affect the environment.

Recreation parks

Recreation parks are intented to encourage outdoor activities, when and where a need for them has been expressed. At the same time, they contribute to protecting the environment and to educating those who use them.

3.2 Factors determining the location of parks

Criteria used in determining the location of parks.

The location of conservation and recreation parks will be determined by certain criteria suited to each type of park.

3.2.1 Criteria for determining the suitability of a territory.

Conservation parks:

(a) conservation parks:

representative areas of the natural regions.

Conservation parks are essentially intended to protect representative examples of Québec's natural regions.

Québec's 44 natural regions.

What are these natural regions? On the basis of topographical, geological, hydrographical and other factors, the department has divided Québec into 44 regions, each one corresponding to a particular natural area.[5]

Exceptional aspects of our natural heritage.

The network of conservation parks will be enhanced by the addition of areas possessing features of an exceptional nature, from an aesthetic or scientific point of view: waterfalls, caves, geological formations, fossil deposits, meteorite craters, morainic complexes and the habitats of endangered wildlife species. In order to warrant the status of conservation park, these features will have to be of interest to the public and of substantial scientific interest.

[5] See the map of Québec's natural regions, Appendix 2

Recreation parks will be located ... ... near the main population centres.

(b) recreation parks:

Recreation parks will be located on the basis of the need for outdoor recreation facilities, essentially in response to demand, and primarily near the main population centres and roadways.

3.2.2 Criteria for choosing among suitable territories

It will be necessary to choose among a number of suitable territories.

On the basis of the criteria used to determine the suitability of a territory mentioned earlier, a number of areas might theoretically be designated as parks. For example, it may well be that two or more zones in a natural region encompass all of the characteristics of the region in question. In highly populated areas there may well be several territories which could be designated as recreation parks. If such is the case, it will be necessary to evaluate potential park areas further. Four criteria will be employed by the ministère du Loisir, de la Chasse et de la Pêche in carrying out such an evaluation:

Conservation parks will be selected according to the extent to which they represent the natural region in question.

— the relative quality of the site

In the case of a territory considered suitable as a conservation park, the extent to which it is representative of the natural region in question will be a determining factor. It will be essential to closely compare each site proposed with the overall characteristics of the natural region. For example, the Parc de la Gaspésie possesses all the characteristics of the Gaspé massif (Region A-3). Two sites might well be of equal value in this respect; if such is the case, it is the one offering one or more exceptional features which will be chosen. However, it is possible that a natural region which is of particular scientific interest or is more generously endowed with exceptional natural sites may possess more than one conservation park. This is the case in the Gaspé massif where there are two parks, one federal (Parc de Florillon) and the other provincial (Parc de la Gaspésie).

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Recreation parks will be established according to the quality of the natural environment.

As for territories considered suitable for the establishment of recreation parks, the quality of the natural environment will be considered first, as well as its potential for accommodating a variety of outdoor activities and large numbers of users.

Accessibility is a secondary but nonetheless valid criterion for the selection of appropriate conservation park sites.

— accessibility

Accessibility constitutes a secondary criterion in the selection of suitable sites for conservation parks, given that the extent to which they are representative of a natural region or encompass exceptional features is of primary importance. However, accessibility is an important factor: an accessible area is in greater danger of being spoiled than an inaccessible one. In the event that two areas are of equal value, preference will be given to the more accessible one.

Accessibility is of the utmost importance in selecting possible sites for recreation parks.

Accessibility is of the utmost importance with respect to recreation parks. The choice of sites considered suitable for the establishment of recreation parks will be determined by an assessment of distances, communications links and the travelling time between each possible site and the urban areas to be served by it.

Preference will be given to sites already belonging to the government.

— the ownership of land and the cost of acquiring it
For obvious reasons of economy, projects involving the use, in whole or in part, of public lands will be given preference.

The government administers a considerable amount of land; some of it fulfils the criteria set down by the ministère du Loisir, de la Chasse et de la Pêche for choosing areas suitable for the establishment of parks. Given two projects of equal value, one of which will necessitate the acquisition of land and the other the use of public land, the latter will be given preference.

Costs must be taken into account.

— the costs of development and utilization
Account must be taken of the costs which will be incurred by the development and utilization of the park.

Development costs.

The general characteristics of the land mass will occasionally necessitate major construction. It may be necessary to build a new road to render a given site accessible, whereas another one may already be accessible by forestry road. Choices will be made on the basis of development costs.

Operating costs.

The cost of running a park must also be taken into account. For a variety of reasons, it might cost more, in terms of human resources and maintenance, to opt for one or the other of two sites of equal value. The choice will be determined by a thorough knowledge of the costs involved; generally, the most economic option will be given preference.

Good judgment must be added to other quantifiable criteria.

In any case, the choice and the location of sites considered suitable for the establishement of parks will never be an automatic or mechanical process. To quantifiable factors it will be necessary to add the judgment of those who are called upon to make decisions. Will this give rise to arbitrary decisions? Public vigilance will always be essential. The Parks Act fosters such vigilance by obliging the government to hold public hearings when a park is to be created.

3.3 Parks and land use planning and development

Parks are a component of the regional development plan.

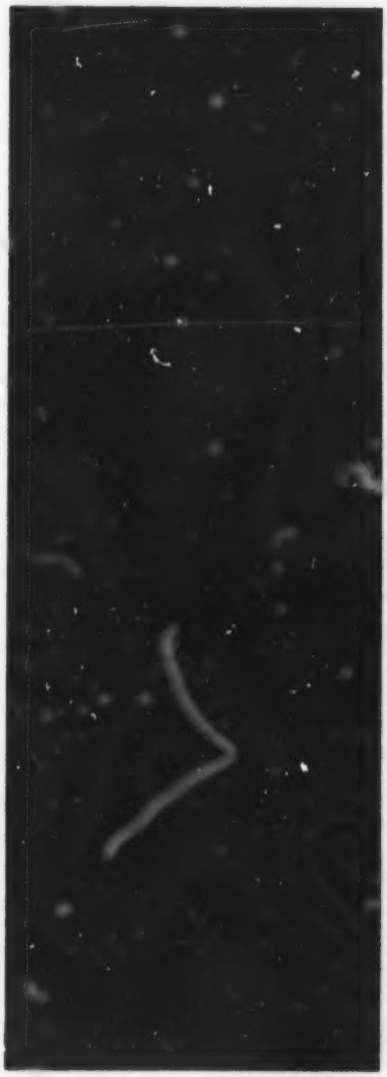
The government participates actively in land use planning and development whenever a part of publicly owned lands is reserved for conservation or outdoor recreation purposes. The establishment of a park can have a considerable impact in areas where the population has to reconcile its need for leisure activities and its need for housing, economic output, and communications. It is essential that the establishment of a park be considered in light of the regional development plans of the municipalities régionales de comté (MRC), regional county municipalities.

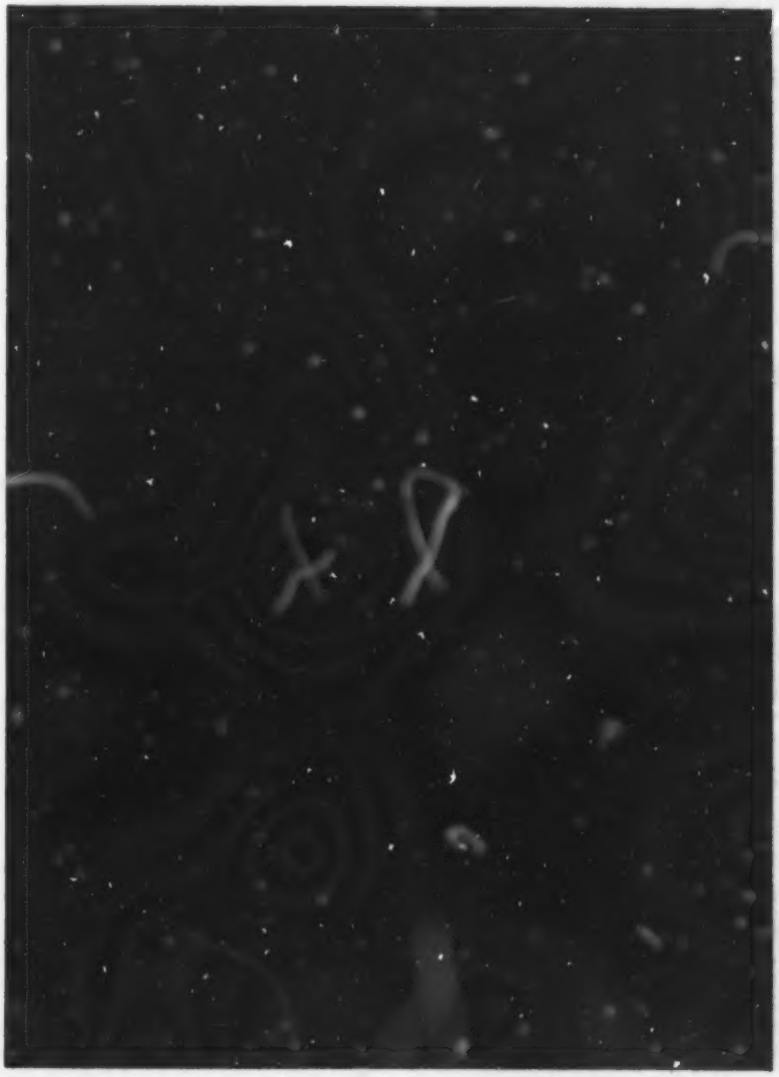
The department intends to collaborate fully with the regional county municipalities and urban communities in drawing up regional development plans.

The ministère du Loisir, de la Chasse et de la Pêche intends to collaborate fully with regional county municipalities and urban communities, which are responsible for drawing up regional development plans in their respective territories. The department also intends to ensure that its projects will be adapted to the needs and expectations of the population, and that they will coincide harmoniously with the orientations and general development objectives of each regional administration.

4

The management of natural resources in parks.





The prerogative of conservation must be accompanied by a clearly defined policy of natural resource management in the parks.

Certain territories were designated as parks because they offer all the characteristics inherent in a natural region, because they are in themselves outstanding features of our heritage, or because their intrinsic qualities make them suitable for outdoor recreation. It is for these reasons that they will be spared all forms of industrial resource development and designated exclusively for conservation and recreation. Certain conditions are attached, however: the prerogative of conservation must be accompanied by a concerted effort to utilize the parks properly. It is therefore necessary to clearly define the regulations and means of managing natural resources.

4.1 The prohibition of the industrial use of natural resources.

The industrial use of natural resources is prohibited.

The industrial use of natural resources in the parks, by whatever means, is prohibited. Such activities are incompatible with a park's primary purpose, mainly because they lead to the deterioration of the natural environment, and may impair the quality of recreational activities taking place in them. The Parks Act States clearly: "all forms of prospecting, and any utilization, harvesting or harnessing of resources related to logging, mining or the production of energy, and the laying of oil or gas pipelines or power lines, are prohibited within the confines of a park".

The establishment of a park will give rise to the assessment of divergent interests.

This regulation is severe. Parks will henceforth benefit from an unprecedently high level of protection in terms of that which previously characterized Québec parks and reserves. New importance is given to the establishment and the delineation of a park. It is at this moment that the divergent interests of those advocating resource development because of its economic benefits, and those who consider that the representative or exceptional nature of an area make it worthy of complete protection, must be noted and assessed.

Exceptions to the rule

To avoid possible misunderstanding, it is essential that the exceptions to this regulation be spelled out clearly.

Existing rights.

1. The rights of installations and equipment connected with the use of resources which existed prior to the establishment of a park will be maintained; such installations and equipment will not necessarily have to be removed. Power lines will continue to be part of the landscape even though they hardly enhance it.

The operation of the park.

2. The construction and operation of power transmission equipment, substations and the telecommunications equipment required for the operation of a park will be permitted.

Certain traditional activities are permitted.

3. The carrying out of certain traditional activities such as the production of maple syrup or small-scale fishing will be permitted, particularly because of their educational value, as long as they are strictly regulated.

What about hunting and fishing?

What about hunting and fishing, very popular recreational activities in Québec, but which involve capturing or using our wildlife resources?

— Hunting.

Hunting is prohibited.

Hunting of every kind is prohibited in Québec parks.

Wildlife is reserved for the enjoyment of visitors.

Wild animals and birds are intended to be observed by visitors, as are the scenery and plant life.

Many other areas are open to hunters.

Even if hunting is not allowed in the parks, hunters are aware that there are almost unlimited areas in which their favourite activity is permitted.

— Fishing

Fishing complements other activities, and is permitted.

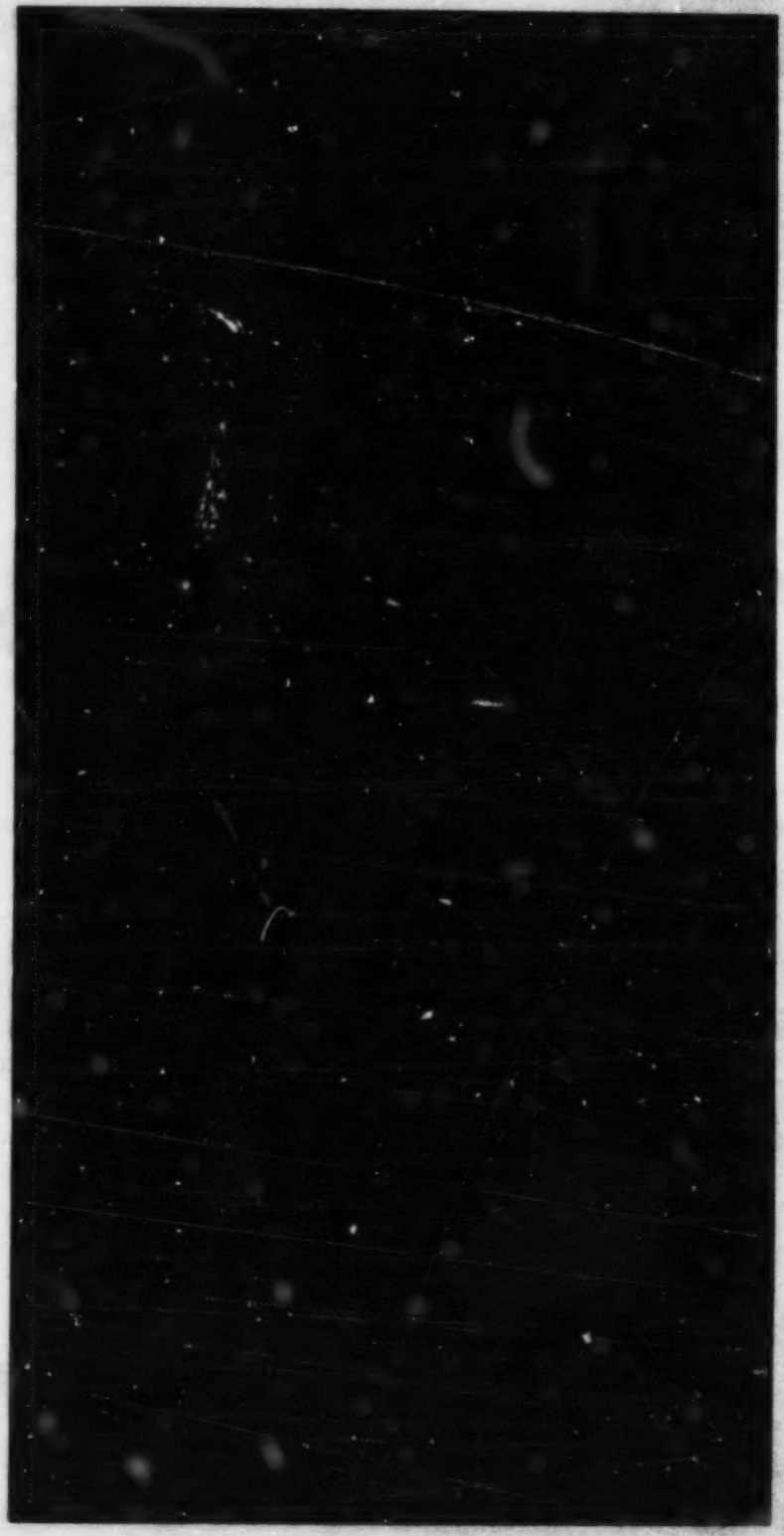
Fishing may be carried out, which is hardly surprising! It is a pleasant adjunct to boating or hiking trips, or even camping, for example.

Nature study and fishing.

Nature study and appreciation are part of the enjoyment of fishing excursions. Allowing fishing is fully justified insofar as all those who wish to engage in it while visiting a park are authorized to do so.

Québec parks are eligible to be classified as national parks.

It should be mentioned that by prohibiting hunting and permitting controlled fishing in its parks, Québec is eligible to have them classified as national parks, in the sense generally understood at the level of international park classification.



4.2 The protection and the improvement of the natural environment.

The rules of management are based on the protection of the natural environment.

Given that Québec parks are designed to protect the natural environment and its resources, the government has opted for an involvement directed by simple, clear rules. The main ones are as follows:

The fight against forest fires, insect infestations and disease.

(a) Forest fires will be fought in order to ensure the safety of visitors, to save endangered facilities and to protect all of a park's resources. Activities affecting the flora and fauna will be determined by a concern for maintaining ecological balance among plant and animal species. For example, woodcutting and the fight against insect infestations will be permitted when the relative importance of the threatened forest has been determined. Appropriate measures will also be taken to fight an epidemic seriously affecting the animal population.

The introduction of plant or animal species.

(b) The introduction of plan or animal species not found ordinarily in a park is normally prohibited. On the other hand, indigenous plant and animal species which have vanished may be reintroduced into the park.

Watercourses.

(c) Water quality will be maintained at the highest possible level. Reservoirs will be maintained at the levels noted at the time of the park's establishment. The construction of new dams which might alter the course of rivers or streams is prohibited.

The condition of the grounds.

(d) Unless they are necessary to ensure the safety of visitors, maintain existing installations, utilize exceptional features of a site, or respect the fragile nature of certain zones, all modifications to the grounds are to be avoided.

A strict approach in conservation parks; a more flexible approach in recreation parks.

Generally speaking, these principles and practices concern both conservation and recreation parks. They will apply integrally to conservation parks, whose resources constitute their principal reason for existence. As for recreation parks, the rules will apply to the extent that these territories were chosen primarily for their recreational potential. While the protection of the environment remains a major concern, some modifications could be tolerated in recreation parks, whereas they would be unthinkable in conservation parks.

5 Park planning and development

5.1 The necessity of planning.

Planning and development are crucial.

Of all the phases related to the establishment of a park, from preliminary studies to its day-to-day operation, land use planning and development is probably the most crucial.

They affect the appropriation and utilization of areas designated as parks.

— it has an impact on the environment
Zoning, which is vital to planning and development, is intended to delineate areas which are characterized by specific degrees of fragility and development potential. It has an important impact insofar as it affects the utilization of the area.

They affect what visitors will see and do in the parks.

— it has an impact on the visitor
Planning and developing a park also entails establishing the roads and paths which will crisscross it, delineating zones reserved for recreational activities or services, providing for accommodations, and identifying the sites and natural monuments visitors will see. In other words, it is a question of deciding by that means visitors will enter the park, what they will see and do, and how they will enjoy the experience. In this respect, planning and development have a major impact on visitor turnout.

It has repercussions on the personnel and the administrative budget of the park.

— it has an impact on the park's administration
Planning and development also have an impact on the park's administration, as it directly affects the human resources required and the investments and expenditures necessitated by the operation of the park. Obviously, this process is more than a cartographical enterprise leading to the production of attractive coloured maps. In fact, it must be carried out with an adequate knowledge of the terrain and a thorough understanding of the financial implications. While it is true that parks are intended for those who use them and that one of their principal aims is to satisfy these users, the fact that they have to be maintained, developed and staffed at considerable cost must also be taken into account. For this reason, it is essential to avoid improvising policies, and various passing fads, as well as seemingly simple but costly initiatives.

The planning and development of parks.

5.2 Planning principles

5.2.1 Planning and development will be determined by the primary function of a park. It will be designed in such a way as to highlight the characteristics of the area.

The planning of a conservation park will be prompted by the area in question.

A conservation park, established in order to protect and utilize an area representative of a natural region or an exceptional site, will be planned more with a view to protecting and utilizing the scenery and natural resources found therein than to fulfilling a need for outdoor recreation.

Of course, recreational activities will be permitted in them, as there would be little point in creating parks in which such activities are prohibited, even for the sake of conservation. However, only those forms of recreation which do not have an adverse effect on the environment will be permitted.

The planning of a recreation park is essentially aimed at facilitating first-class recreational activities.

On the other hand, in a recreation park, even if conservation and the utilization of the natural environment are major factors, certain aspects of the environment may be altered in order to facilitate first-class recreational activities. The development of a ski resort or a beach would not be tolerated in a conservation park, since trees would have to be cut, but is acceptable in a recreation park where resources must be developed, protected or improved in order to increase the quality and variety of the recreational activities available.

5.2.2 Planning takes into account the needs of the area.

Planning takes into account the support capabilities of the area.

Planning will take into account the type of park, especially in terms of the choice of activities and the extent of intervention, as well as the support capabilities of the area. The possibility of installing various facilities without altering the natural environment beyond repair will influence planning and development.

The zoning of a park will influence planning.

As will be seen later, the zones of a park will be delineated according to its natural characteristics and will be distinguished from each other on the basis of a particular level of tolerance for human intervention. Planning will conform to the fragility of resources and to the desire for conservation manifested in relation to each of the zones.

5.2.3 Planning constitutes an intermediary between visitors and nature

Planning contributes to the reconciliation of man and nature.

The planning of a park must contribute to fostering harmonious relationships between visitors and nature. Those who visit a park seek to break away from their habitual environments in order to be closer to nature. The planning of a park must contribute to what is often called the reconciliation of man and nature.

Accordingly, in planning a park an attempt will be made to favour installations which accentuate a contact with nature. This does not mean that parks will be developed for *coureurs de bois* and that they will be closed to those who do not wish to put on boots or ford a stream. It simply means that nature itself will play a role in planning.

Planning will help facilitate the discovery and the understanding of nature.

Educating the public on the natural environment and its conservation are basic concerns, and planning and development will help facilitate the discovery of fauna, flora and ecosystems in the parks.

5.2.4 Planning fulfils the needs of visitors.

Planning will ensure the safety of visitors.

Planning will take into account the needs of visitors. Their safety will be of the utmost importance in terms of the planning of circuits and the location of facilities.

The tastes and habits of visitors will influence planning.

To a certain extent, planning will be adapted to the habits and tastes of visitors. Activites or equipment which are not compatible with the primary intention of a park or the zones in which they have been requested, will not be permitted. While planners and park administrators will be firm in this respect, it will be necessary for them to be familiar with visitors' needs and respond to them insofar as it is feasible to do so.

5.3 Planning processes.

A process involving four phases.

There are four phases involved in the planning of a park.

First phase: planning options.
The first phase includes the preparation of biophysical surveys, the gathering of socioeconomic and cultural information concerning the area, as well as an assessment of recreation needs, particularly in the case of areas destined to become recreation parks. The analysis and synthesis of the information enables those concerned to put forward planning options within the department.

Second phase: the provisional master plan.
The provisional master plan presents the option which was selected following discussions within the department. This document is rendered public during the hearings which precede the establishment of a park.

Third phase: public hearings

In light of the experience gained when the first five parks in Québec were created[6], the provisional master plan will be made public before the establishment of a park, during the hearings, even though, according to the Parks Act, consultations could be limited to the proposed boundaries and classification. These hearings provide a unique opportunity for those who are interested in parks, particularly the local population in an area in which a park is to be established, to make comments and recommendations. It is here that the park takes shape, that the image it will project becomes clear.

Fourth phase: the master plan

At the conclusion of public hearings, the department finalizes the master plan, which will serve as a framework for the development of a park.

5.4 Zoning.

Zoning divides the territory into homogeneous units.

In relation to the master plan, zoning consists of delineating territorial units characterized by biophysical uniformity, their degree of fragility and their potential. This is a major task, since it determines to what use the territory will be put.

Scientific criteria and the planners' judgment come into play.

Although zoning may be considered a mechanical operation in which the use of scientific criteria gives rise to automatic solutions, this is not the case. As in any decision-making process, zoning is a question of sound judgment. In one instance, the land might be destined for limited use; in another, it might serve as the entrance to the park. It will be necessary for the planner to make concessions and accept the installation of such facilities as are necessary for receiving visitors. Accommodations might not be offered in a zone of average fragility; however, cottages have already been built in it. The planner will have to take such realities into account.

Five zones.

All parks will be zoned; each may include one or more of five zones:

— a maximum preservation zone

This part of a park will be reserved for the integral preservation of the natural environment. The capacity for self-regeneration of the resources found in it is very low. Consequently, no form of development will be permitted; camping and fishing will be prohibited, and only activities of a scientific or educational nature will be allowed.

[6] Parcs du Mont-Tremblant, du Mont-Orford, de la Gaspésie, de la Jacques-Cartier et des Grands-Jardins.

— a preservation zone
This part of a park is characterized by its fragility and a poor capacity for self-regeneration, but to a lesser extent than in a maximum preservation zone. It is possible to build trails and, exceptionally, to provide camping facilities. Access to this zone is not restricted; however, the only uses to which it may be put are those enabling visitors to travel through, observe and appreciate it.

— an ambience zone
This will generally be the biggest zone in a park and will be geared to the exploration and discovery of the surroundings. Many educational activities will be carried on there. It also has a high potential for recreational activities. Fishing, berry picking and wilderness camping will be permitted.

— an intensive recreation zone
This part of the park will be tailored to intensive outdoor recreational programs.

It will be readily accessible and have a high potential for recreational activities. It will demand moderate protection; consequently, it is well suited to substantial development. A recreation park may include an alpine or cross-country ski centre, a golf course or a beach.

— a service zone
This zone will include such services as visitor reception facilities, a nature interpretation centre, a community building, a food catering establishment, an equipment rental shop and so forth.

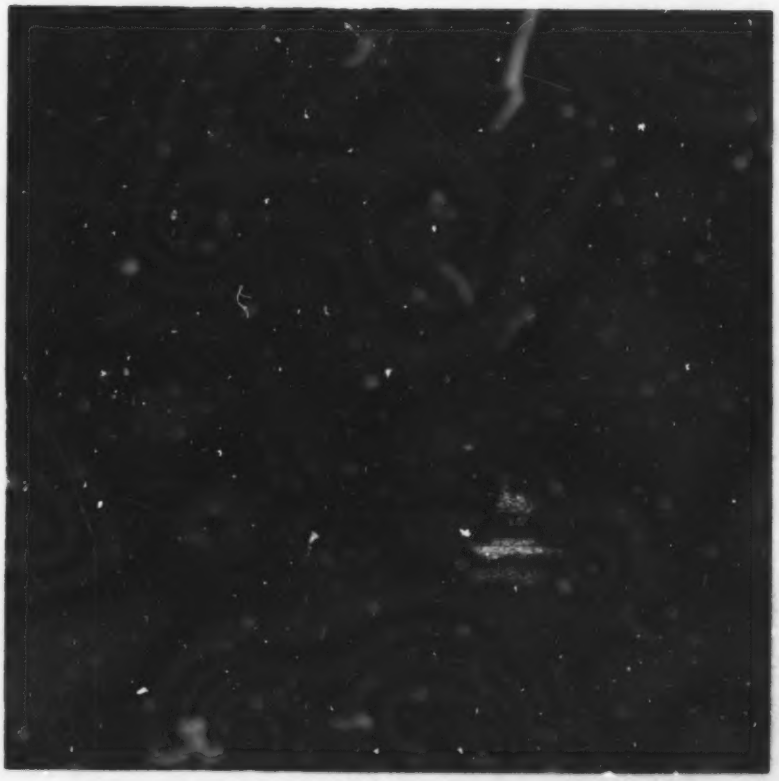
5.5 The role of the public in planning

The public has a role to play in the planning of a park.

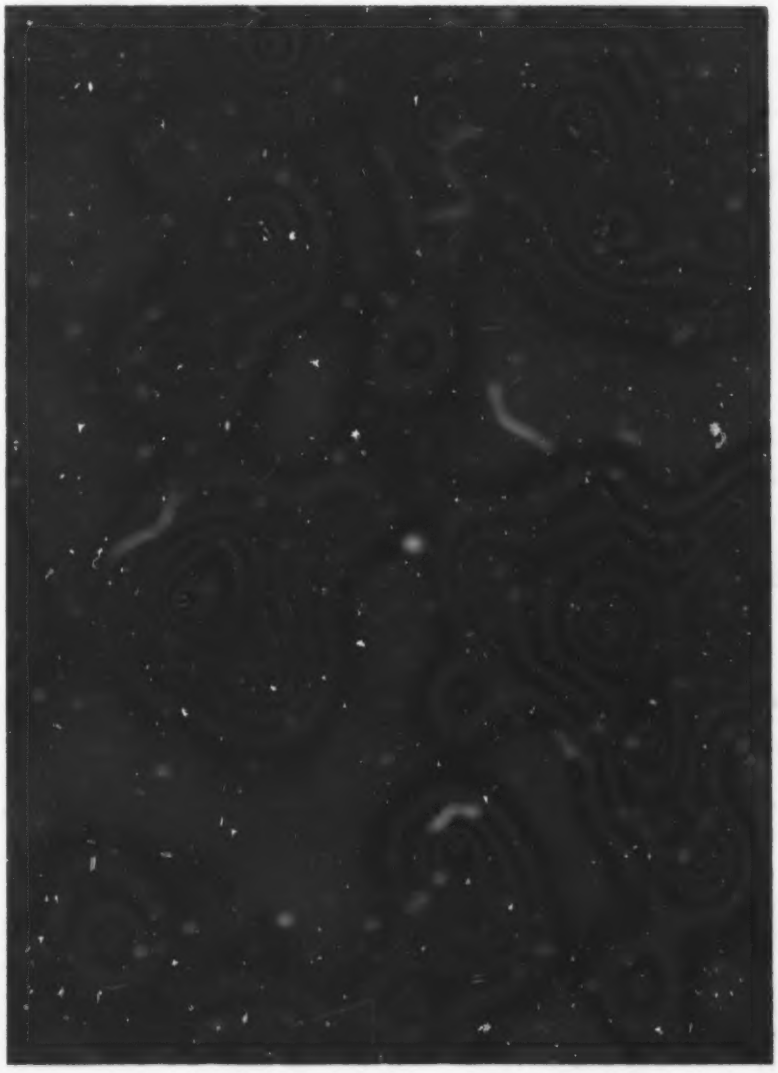
The public must have a say in the planning of parks. The public hearings held at the time of the establishment of the Parcs du Mont-Orford, du Mont-Tremblant, de la Gaspésie, de la Jacques-Cartier and des Grands-Jardins enabled the ministère du Loisir, de la Chasse et de la Pêche to present a provisional master plan on most occasions. It was thus able to inform those concerned of its projects and note their reactions.

Public participation is vital.

Even if the Parks Act does not stipulate that the department must consult the public concerning the master plan, it is important that citizens participate, not merely as park users, but that they express their opinions on the development of a park. It will be possible for each individual or group concerned to become acquainted with the provisional master plan, to ask questions, to make comments and suggestions. It is for this reason that the public hearing has been envisaged, so that informative exchanges of this nature may take place prior to the creation of a park.



6 Activities and services available in parks



6.1 Activities

To visitors, activities are the most interesting feature of a park.

It is not always for the purpose of engaging in intense physical activity that visitors frequent a park. Some may wish only to drive along a scenic route, while others may prefer a brief hike along a nature interpretation trail. In any case, visitors will want to know the complete range of activities available.

Activities will differ from one park to another.

Each park will offer its own program of activities, according to its classification and its physical characteristics. In one park, two or three activities which are compatible with the fragility of the environment may be offered; in another, 10 or more activities will be available, in order to more fully utilize the territory. Various seasonal activities will take place and the location of a park may encourage long stays rather than short ones. It is unlikely that all the activities offered in the parks will be available in each of them.

What are the most important aspects of the activities which will be carried out in Québec parks?

They will attempt to fulfil the needs of as many visitors as possible.

(a) They will be varied
The activities which will normally be carried on are cross-country skiing, hiking, canoeing, snowshoeing, camping, swimming, picnicking and fishing. Numerous activities designed to initiate the visitor to the natural environment will be added to these, primarily in conservation parks. If need be, other activities such as climbing, sailing, cycling, rowing, downhill skiing and golfing will be offered. This list is not exhaustive.

Numerous activities will be offered.

Some activities will be permitted under certain conditions.

Even though they may not appear on the list of activities normally offered, and even if the equipment necessary is not available on the spot, other activities such as hang-gliding, scuba diving, and speleology may be permitted if they are not incompatible with the need for conservation in the zones where they are to be carried on.

Access to parks will not be determined by the visitor's degree of athletic prowess or physical aptitudes.

(b) As many visitors as possible will be able to engage in them.
In order that as many visitors as possible may engage in the activities offered, they will not be reserved for the experienced amateur or the expert. Anyone wishing to participate in outdoor activities will be able to do so freely. It should be stressed that parks are not designed to serve as sports training grounds. For this reason, individual sports will be favoured as a means of relaxation; on the other hand, organized competitions and the rigorous training they require will only be permitted in exceptional circumstances. The level of performance or the physical aptitudes of the visitor will not have any affect on the accessibility of a park.

Activities will encourage awareness of the natural environment.

(c) They will facilitate close contact with the natural environment.

Activities will be planned and organized in such a way that they will enable the visitor to observe, discover and understand the natural environment.

A park is the ideal place to initiate the visitor to the natural environment. Programs will be varied and will be presented in a number of ways.

Preference will be given to activities which encourage appreciation of the natural environment.

Nature interpretation programs will be offered in most parks, particularly in conservation parks. They will be of general interest, but may also be designed for school children. Some programs will require the presence of an interpreter; for the others, it will be necessary to provide the appropriate facilities, signposting and documentation. The parks will offer varied programs presented in a number of ways, adapted to the public and the context (season, length, etc.).

A park is the ideal place to carry on leisure activities of a scientific nature.

It is apparent that parks are of particular interest to those who spend their leisure time engaged in scientific activities (minerology, geology, speleology, archeology, entomology, mycology, etc.). The administration in each park will be helpful toward associations of young scientists, as long as they respect the park's regulations concerning zoning and the methods of taking samples. Those engaged in leisure activities of a scientific nature will not only be able to take advantage of the parks, but will also contribute to making their resources more widely known, to the benefit of all visitors.

They must be compatible with the primary intention and the zoning of the park.

(d) They will not adversely affect the environment.
The activities carried on in parks will not only fulfil the needs of the public, but will also be compatible with the classification of the park and the degree of fragility of the zones in question.

In conservation parks they will be subject to restrictions.

In conservation parks recreational activities will depend on the conservation aims which prevail in the territory. They will be subject to restrictions and will require modest facilities. Moreover, the number of visitors admitted will be determined by the fragility of each zone.

In recreation parks, they will be tempered by the availability of activities elsewhere in the area and will give rise to intensive recreation.

In recreation parks, the activities carried on will be determined more by public demand, and the outdoor activities available elsewhere in the area, than by a concern for protecting the environment. More substantial construction projects and recreational facilities, and greater numbers of visitors, will be tolerated, as long as they do not cause the deterioration of the area in question.

A park is an entity unto itself.

(e) They will not duplicate local initiatives.
Each park must be planned, developed and administrated as a complete entity which offers recreational activities of the highest order. Thus, it would not be unusual for activities offered elsewhere to be carried on in the park. For example, it is obvious that cross-country skiing will be possible in the park, even if there are private centres nearby. If it is worth the effort to protect a territory and utilize it by making it into a park, it is very likely that it will offer the cross-country skier specific attractions not to be found elsewhere.

Activities must not necessarily duplicate or compete with local initiatives in the private sector.

Generally speaking, however, it will obviously be necessary to take into account the availability of recreational activities in the immediate vicinity in order to avoid unnecessary duplicating. The government would otherwise be open to criticism for upsetting the balance of supply and demand, and for competing with local initiatives.

6.2 Services.

There are two types of services.

Two types of services will be available in a park: basic services and optional services.

(a) Basic services

These services are available to all visitors.

Immediately upon entering a park, the visitor will be welcomed by a park employee and will be informed of accommodations available, activities offered, facilities therein, and the park's regulations. During the course of his stay, whatever its length, the visitor will be able to enjoy clean surroundings and facilities, insofar as there is cooperation in this regard. Limited monitoring and patrols should ensure a maximum of tranquillity. Appropriate signposting of the area, special sites and facilities will ensure an enjoyable stay. These basic services are available to all visitors.

(b) Optional services

Optional services.

Optional services are those available to a visitor according to his preferences, needs and means. These include food catering services, grocery stores, day nurseries and equipment rental and repair.

Accommodations: a special service.

Of all the optional services, shelter is the most important to the visitor, and the most costly for the park's administration. It is worth examining more closely.

Accommodations: part of the visitor's overall experience.

It is normal for accommodations to be offered in a park. The role of a park is to bring the visitor closer to nature, and his enjoyment of it implies a continuous change of scene; furthermore, the park is often located far from the visitor's home. It must be noted that a park is a homogeneous entity in which a holiday need not be interrupted. Anyone who has visited a park knows how inconvenient it is to have to leave it every day, wihtout benefit of overnight shelter.

A service which aims to enhance the visitor's stay, organized on the basis of facilities available in the immediate area.

Each park will have its own policy in this matter, which will take into account the quality and quantity of accommodations available in the area. If campgrounds and cottages are to be found in the immediate vicinity, then it would be normal for the park to offer accommodations which complement them, or not offer any at all, not only out of a concern for economy, but in order not to compete unnecessarily with local private initiatives.

Various forms of shelter.

The following types of accommodations are to be found in Québec parks: campgrounds, shelters, inns, lodges, family cottages and community chalets. Each park will offer a combination of these types of accommodation, according to its primary intention and location.

6.3 Rates for activities and services.

Rates for activities and services will be applied as follows.

A considerable part of the cost of running a park must be assumed by those who use it.

(a) The purpose of fees.

At one time, the ministère du Loisir, de la Chasse et de la Pêche offered its services free of charge to all those visiting its parks or using the facilities. In the last few years, it has imposed fees for most of its services, because of an appreciable increase in operating costs, and with a view to having those who avail themselves of the services assume a greater share of the cost. Obviously, this tendency will not be modified in the near future, given present budgetary constraints. It is to be expected that visitors pay for the use of the parks: it is better to charge a basic fee than to have to significantly lower the quality of the services offered, or even close the park.

Certain principles determine the amount charged.

(b) The amount charged.

Rates will be established according to the following principles:

— rates must be reasonable, thereby enabling as many visitors as possible to take advantage of a park;

— rates reflect those charged for similar services in Québec; they generally correspond to those charged by private and non-profit organizations.

6.4 Regulations

The visitor seeks a change of scene, tranquillity and freedom.

To the citizen, a park is a place for relaxation and recreation which affords the possibility to escape from a normal routine, and to commune with nature. Visitors expect a brief stay to offer a period of freedom from the confining rules of city life.

However certain rules of conduct are essential.

However, a certain number of regulations are essential in order to manage the territory, preserve its resources, protect its facilities and ensure the safety of those who visit it.

What is the nature of the regulations in Québec parks?

Regulations seek a balance between freedom and constraint.

— They must seek a balance between individual freedom of the visitor on the one hand, and the prohibition of certain practices, the restriction of certain activities or the imposition of certain obligations, on the other.

Regulations are applied with a view to educating the public.

— They will be applied with a view to educating the public. Parks personnel will endeavour to clarify their meaning and bring the visitor to participate in the conservation and development of the environment which gave rise to their inception.

6.5 The role of the public in the planning and administration of activities and services

The public has a say with regard to the administration of activities and services.

It is essential that everything possible be done in order for the people of Québec to have a say in the administration of activities and services in their parks.

A variety of complementary ways of involving the public.

To this end, the ministère du Loisir, de la Chasse et de la Pêche intends to promote public participation in a number of complementary ways:

An assessment of visitor satisfaction.

(a) The administration of each park will regularly assess the satisfaction of its visitors with regard to the activities and services offered. Opinion polls and discussions with the visitors will be undertaken. Furthermore, the administration will organize an annual public meeting which will enable those interested, particularly the local population, to express their opinions and make suggestions concerning the activities and services offered.

Private enterprise and non-profit organizations may be called upon to manage certain activities and services.

(b) With regard to optional services, the administration of each park will call for tenders in order to allocate contracts, either to private companies, or to non-profit groups or associations. As for accommodation and food catering services, these will generally be run by experienced commercial concerns. When the need arises for instructors, guides, or interpreters, preference will be given to qualified non-profit groups or organizations.

Conclusion

The coming years will be busy ones.

There is much to be done in the coming years. Québec constitutes an exceptional territory for the establishment of parks. The ministère du Loisir, de la Chasse et de la Pêche is determined to do everything possible to provide the people of Québec with a network of parks of which they will be proud.

A development plan and a clearly defined program.

However, whatever is done will be done within the framework of a development plan. Whatever is undertaken will result from an overall view of the situation at hand, the problems to be solved and the needs to be fulfilled. The establishment and development of parks will be carried out according to a clearly defined program and clearly ordered priorities:

Account must be taken of our collective resources.

The development plan must correspond to our ability to establish, develop and utilize parks.

What should the public expect in in the coming years?

Creation of a network of parks: a long-term undertaking.

1. In the immediate future, the ministère du Loisir, de la Chasse et de la Pêche intends to accelerate the establishment of a network of Québec parks.

Initially, territories presently under the jurisdiction of the department which meet the criteria of suitability mentioned earlier will become parks and will be developed accordingly.

Subsequently, new territories will be added to the network, whether on the basis of their representativity of Québec's natural regions, their exceptional character or their potential for recreational purposes.

Québec parks are a special undertaking.

2. It is also to be expected that conservation parks will not be treated as an all-purpose solution every time the intention to protect green spaces is made known. The government is not alone in its obligation to protect our natural heritage. The establishment of parks is not the only form of intervention open to it.

In addition, direct intervention by the department through the establishment of recreation parks will complement the initiatives of local and regional governments. The latter must contribute in their own unique way, according to their responsibilities and the means at their disposal, to the development of parks. The Québec government is mainly concerned with major parks of national interest.

Each park will be developed over a long period.

3. Each park will be developed progressively over a number of years. A school or a hospital must be fully staffed and equipped the day it opens.

Because a park is a place to be discovered and developed rather than built, it has already achieved its aims in its natural state. As a result, parks will be developed at a rate in keeping with our ability to pay for them, notwithstanding certain services which will be offered at the time they open.

A realistic undertaking.

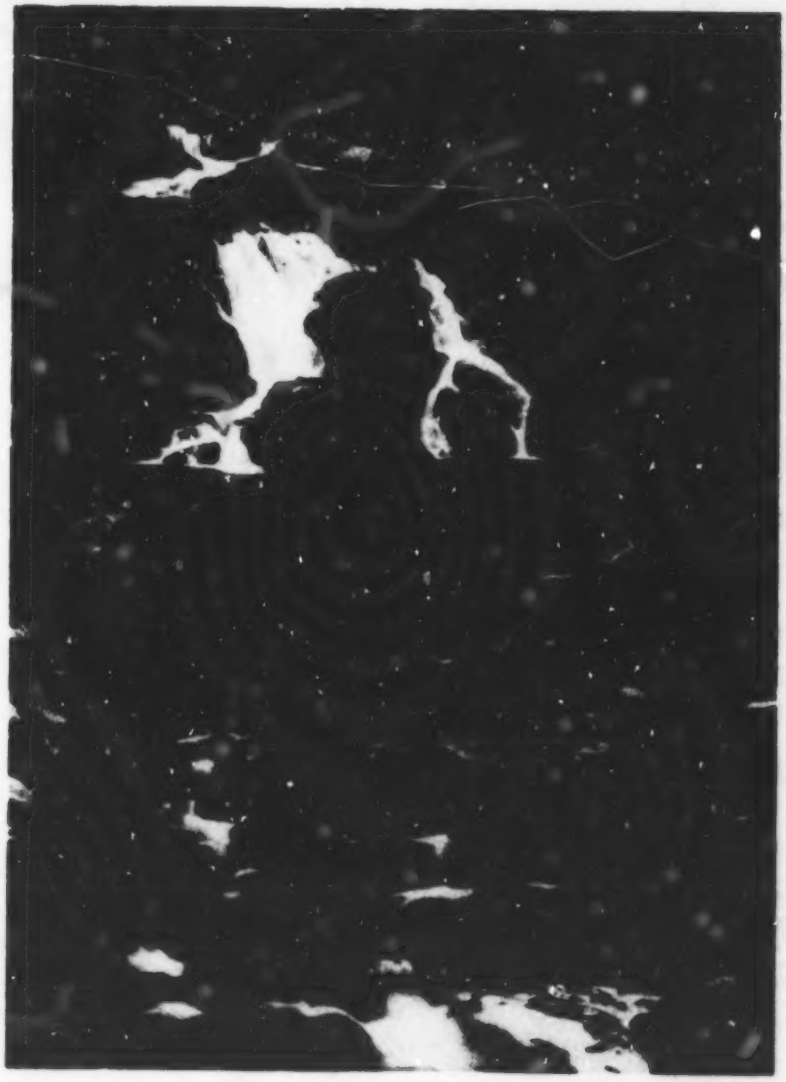
The ministère du Loisir, de la Chasse et de la Pêche firmly and decidedly undertakes to establish a network of Québec parks. It hopes that the publication of this policy will encourage the people of Québec to take an interest and collaborate in the carrying out of this important project, which is closely connected with the protection of the environment and our leisure requirements.

Appendices

1. Parks Act (1977, chap. 56).

2. The protected areas of Québec in 1981 (map).

3. The natural regions of Québec (map).



Chapter P-9

PARKS ACT

DIVISION I

INTERPRETATION

Definitions: "Minister";

1. In this act, unless the context indicates a different meaning,

(a) "Minister" means the Minister of Recreation, Fish and Game;

"park";

(b) "park" means a territory determined according to section 2;

"conservation park";

(c) "conservation park" means a park primarily intended to ensure the permanent protection of territory representative of the natural regions of Québec, or of natural sites presenting exceptional features, while rendering them accessible to the public for the purposes of education and cross-country recreation;

"recreation park";

(d) "recreation park" means a park primarily intended to foster the practice of various outdoor recreational activities, while protecting the natural environment;

«cross-country recreation»;

(e) "cross-country recreation" means a type of recreation characterized by the use of little frequented territory and the use of relatively simple equipment;

"regulation";

(f) "regulation" means a regulation made by the Government under this act.

1977, c. 56, s. 1; 1979, c. 77, s. 34.

DIVISION II

ESTABLISHMENT OF PARKS

Establishment.

2. The Government, by regulation, may set aside any part of the public lands that it may indicate, as a park, for the exclusive purposes of conservation or outdoor recreation.

1977, c. 56, s. 2.

Classification.

3. At its establishment under section 2, every park shall be classified as a conservation park or a recreation park according to its primary intention.

1977, c. 56, s. 3.

Conditions of establishment or abolishment.

4. the Government may establish or abolish, or change the boundaries or classification of a park, if the Minister has previously;

a) given notice of his intention to establish or abolish or to change the boundaries or classification of the park in the *Gazette officielle du Québec* and in one or two newspapers published in the region concerned, or, if no newspaper is published in that region, in one or two newspapers published in the closest neighbouring region;

(b) granted sixty days' delay from the publication of such notice to enable interested persons to submit their objections to him in writing;

(c) received in a public hearing the persons contemplated in paragraph *b*.

1977, c. 56, s. 4.

DIVISION III
ADMINISTRATION

No sale or exchange

5. No part of the lands forming a park may be sold or exchanged.

1977, c. 56, s. 5.

Minister has charge.

6. The Minister has the control and administration of all the territory comprised in a park.

Maintenance and development.

He may authorize or carry out any work of maintenance, development or construction that may serve to maintain or improve the quality of a park.

No immunity.

Every provision of law or of a regulation not inconsistent with this act and the regulations applies in a park.

1977, c. 56, s. 6.

Prohibitions.

7. Notwithstanding any provision of law,

(a) hunting of every kind is prohibited in a park;

(b) all forms of prospecting, and any utilization, harvesting or harnessing of resources related to logging, mining or the production of energy, and the laying of oil or gas pipelines or power lines, are prohibited within the confines of a park.

Exceptions for park operation.

Notwithstanding subparagraph *b*, the electric power transmission equipment, electric power control and transformer stations and the telecommunications equipment required for the operation of a park may, at the request of the Minister, be constructed, operated and maintained in a park.

Existing electrical installations exempt.

Subparagraph *b* of the first paragraph does not apply to rights relating to electric power generating works or equipment, electric power or communications transmission equipment or to control and transformer stations already in existence.

1977, c. 56, s. 7.

Minister's approval.

8. Every other project for construction or for making changes to the grounds in a park must be submitted to the Minister for approval.

Conditions.

He may authorize the project to proceed, provided its execution is compatible with continued conservation of the natural environment or preservation of the recreational potential, in accordance with the primary intention of the park.

1977, c. 56, s. 8.

DIVISION IV
REGULATIONS

Regulations.

9. The Government may make regulations to:

(a) ensure the protection and conservation of the natural environment, or any specific element thereof;

(b) determine to what extent and for what purposes the public may be admitted;

(c) fix the conditions governing any person staying, visiting or partaking in any activity in a park and the duties payable therefor;

(d) prohibit or regulate the possession and transport or arms, hunting gear or fishing tackle;

(e) prohibit or regulate the use of boats, aircraft, snowmobiles or any other vehicle;

(f) absolutely or partially prohibit fishing and determine the conditions on which fishing may be allowed;

(g) regulate the transportation and possession of animals or fish;

(h) prohibit or regulate the posting of bills;

i) ensure that the park is kept clean and orderly and that users enjoy peace and quiet;

(j) determine the various recreational activities that may be prohibited;

(k) fix the conditions for participation in recreational activities;

(l) permit, on such conditions as he may determine, the leasing of immoveables to provide sleeping accommodations, food catering or supply outlets necessary to the users;

(m) prohibit or regulate the operation of supply outlets;

(n) determine the cases where a person may be refused admittance or ejected;

(o) determine the powers and duties of the employees;

(p) prescribe the formalities and procedures to be followed at the public hearings provided for in section 4.

1977, c. 56, s. 9.

Promulgation.

10. Every regulation made under this act must be published in the *Gazette officielle du Québec*. It shall come into force on the day of its publication or on any later date fixed therein.

1977, c. 56, s. 10.

DIVISION V
OFFENCES AND PENALTIES

Offences, penalties.

11. Every person who infringes this act or the regulations is guilty of an offence and liable on summary proceedings, in addition to the costs, to a fine of not less than $50 nor more than $1,000 in the case of an individual and to a fine of not less than $200 nor more than $5,000 in the case of a corporation.

1977, c. 56, s. 11.

Proceedings.

12. Proceedings under this act are instituted under the Summary Convictions Act (chapter P-15).

1977, c. 56, s. 12.

DIVISION VI
TRANSITIONAL AND FINAL PROVISIONS

Classification.

13. the Government may make a regulation to classify as either a conservation park or a recreation park, according to its primary intention, a park which, prior to 29 November 1977, was subject to the Provincial Parks Act (Revised Statutes, 1964, c. 201).

Applicability.

The Provincial Parks Act and the regulations made thereunder, which continue to apply to a park contemplated in the first paragraph pursuant to the second paragraph of section 13 of chapter P-9 of the Revised Statutes of Québec, 1977, continue to apply to it until the date of the coming into force of a regulation made under the first paragraph.

Coming into force.

The regulation under the first paragraph must come into force before 30 November 1981.

1977, c. 56, s. 13; c. 59, s. 1.

Boundaries.

14. The Government may, in accordance with section 4, change the boundaries of a park contemplated in section 13.

1977, c. 56, s. 14; 1979, c. 59, s. 1.

Oversight.

15. The wildlife conservation officer, as defined in paragraph *a* of section 1 of the Wildlife Conservation Act (chapter C-61), is authorized to oversee the application of this act and the regulations and, for the purposes of this act, has the rights and privileges of a peace officer.

1977, c. 56, s. 16.

Minister responsible.

16. The Minister is entrusted with the application of this act.

1977, c. 56, s. 17.

Exception.

17. This Act shall operate notwithstanding the provisions of sections 2 and 7 to 15 of the Constitution Act, 1982 (Schedule B of the Canada Act, chapter 11 in the 1982 volume of the Acts of the Parliament of the United Kingdom).

1982, c. 21, s. 1.

Appendix 2

Map of the Natural Regions of Québec

LEGEND

A1: Îles de la Madeleine
A2: Baie des Chaleurs Basin
A3: Gaspé Massif
A4: Monts Notre-Dame
A5: Estrie, Beauce, Bellechasse secondary ranges
A6: Boundary Mountains
A7: Mont Sutton
L8: Appalachian lowlands
L9: Monteregians
L10: St. Lawrence lowlands
L11: South side of the Estuary
L12: North Shore lowlands
L13: Minganie
Anticosti Island
B15: Mécatina and Naskapis Plateau
B16: The Laurentians
B17: Mont Valin Massif
B18: Saguenay — Lac Saint-Jean lowlands
B19: Saguenay Fjord
B20: Laurentian Massif, North of Québec City
B21: Mont Tremblant massif
B22: Laurentian Chain of the Ottawa Valley
B23: Témiscamingue lowlands
B24: Abitibi clay belt
B25: Baie-James lowlands
B26: Rupert Plateau
B27: Lac Mistassini
B28: Monts Otish
B29: Central lake plateau
B30: George Plateau
B31: à la Baleine River plateau
B32: Labrador trough
B33: Caniapiscau plateau
B34: Hudson plateau
B35: Hudson coastline
B36: Ungava plateau
B37: Monts de Povungnituk
B38: Hudson Strait fjord side
B39: Ungava coastline
B40: Île d'Akpatok
B41: Labrador lowlands
B42: Labrador plateau
B43: Melville lake plain
B44: Monts Mealy

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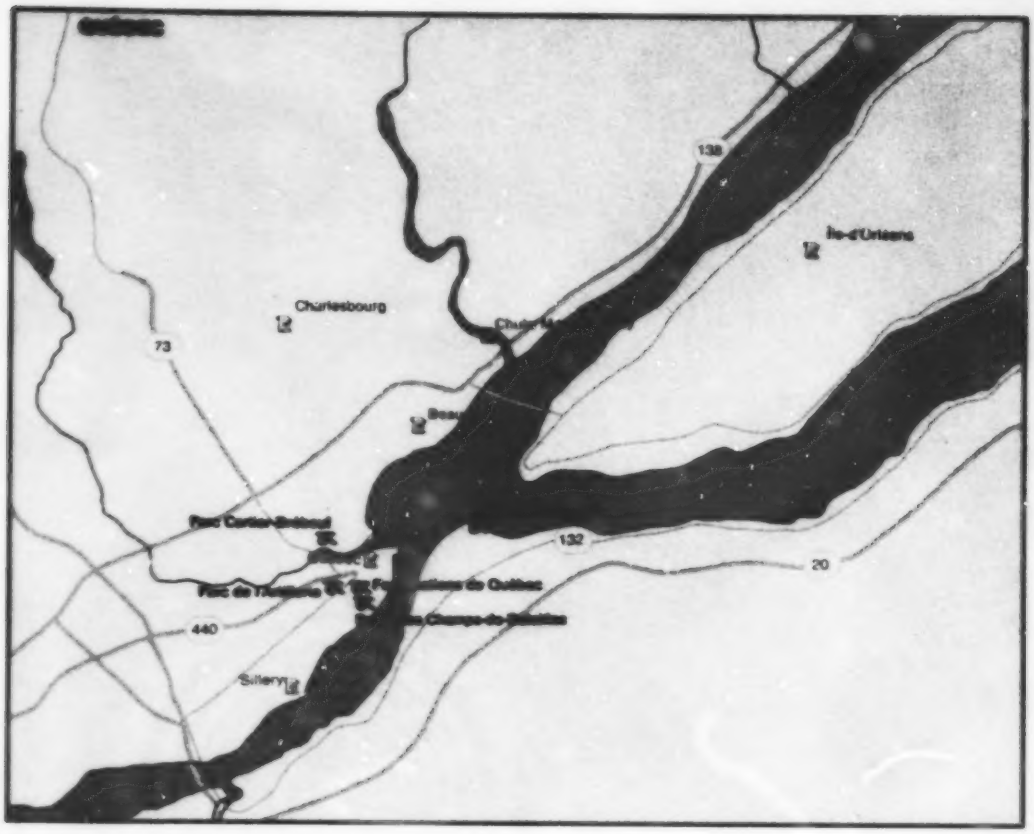
QUÉBEC'S NATURAL REGIONS

Ministère du Loisir, de la Chasse et de la Pêche February 1982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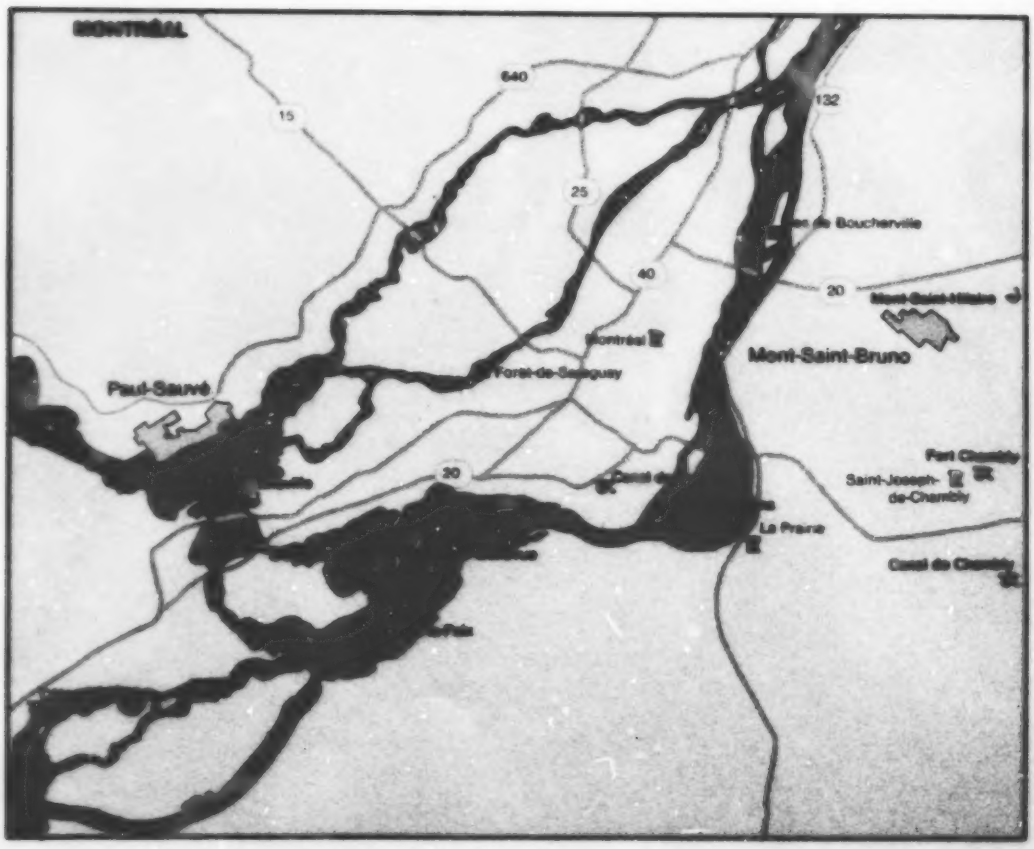
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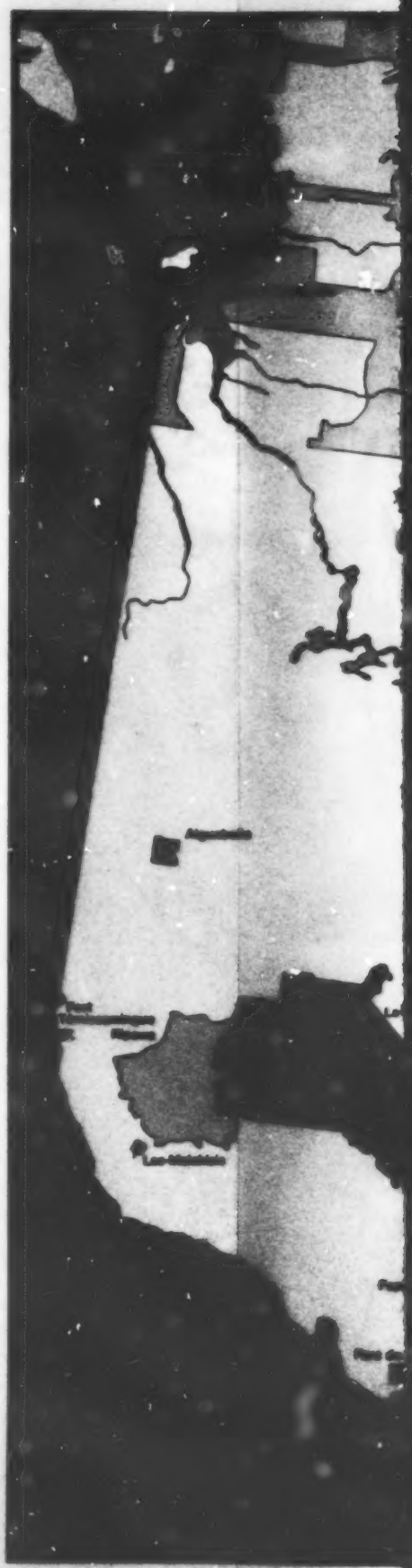

MOSAIC OF QUÉBEC'S PROTECTED AREAS
GOVERNMENT LANDS

QUÉBEC GOVERNMENT

MINISTÈRE DU LOISIR, DE LA CHASSE ET DE LA PÊCHE

- Québec Park
- Wildlife Reserve
- Fish and Game Reserve
  Sanctuary
- Other lands: Natural sites and recreational sites

MINISTÈRE DES AFFAIRES CULTURELLES DU QUÉBEC

- Historic Site
- Natural Site

MINISTÈRE DE L'ÉNERGIE ET DES RESSOURCES DU QUÉBEC

- Forestry Education Centre

MINISTÈRE DE L'ENVIRONNEMENT DU QUÉBEC

- Ecology Reserve

GOVERNMENT OF CANADA

ENVIRONMENT CANADA

- Bird Sanctuary
- Bird Reserve
- Park and Historic Site
- National Park

Revised 1982